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# Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

FEDERAL COMMUNICATIONS COMMISSION OFFICE OF THE SECRETARY

In the Matter of

Implementation of Sections 3(n) and 332 of the Communications Act

Regulatory Treatment of Mobile Services )

GN Docket No. 93-252

#### REPLY COMMENTS

MCI Telecommunications Corporation (MCI), by its attorneys, hereby submits its reply comments in the above-captioned proceeding.

#### I. Introduction

Initial comments in response to the Commission's Notice of Proposed Rulemaking (Notice) were filed by over seventy parties, representing a broad range of interests. The majority of commenters advocated interpretations of Sections 3(n) and 332 of the Act consistent with the intent of Congress to achieve regulatory parity for all commercial mobile services. The comments provide a sound foundation for the adoption of rules and policies which will bring all commercial mobile services under a system of fair and reasonably uniform federal regulation.

In these reply comments, MCI will briefly address several issues related to interconnection rights and obligations of CMS providers. Although the "right to interconnection" was listed among "other issues" in the <u>Notice</u>, it is clear that many exist-

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See, e.g., Bell Atlantic at 4-14; CTIA at 3-25, D.C. PSC at 2-8, GCI at 1-2, NARUC at 12-20, New Par at 6-7; NYDPS at 3-8.

ing and prospective providers of commercial mobile services share MCI's belief<sup>2</sup> that interconnection, in the form of co-carrier status with LECs, is of vital importance to PCS and similar services.

#### II. Discussion

#### A. <u>Co-carrier Status</u>.

The Commission's proposal to grant all commercial mobile service providers the interconnection rights currently granted to Part 22 common carriers, including the right to mutual compensation from local exchange carriers (LECs) received broad support and no discernible opposition.

MCI agrees with those commenters who have urged the Commission to go beyond a simple extension of existing cellular interconnection policies to all Commercial Mobile Services (CMS), and to take a more active and aggressive role in implementing existing policies and expanding them as necessary to accommodate changes in technology. For example, Cox stated:

As the Commission is aware, despite its best efforts in declaring cellular carriers as co-carriers in the local exchange and directing LECs to negotiate in good faith for fair and reasonable interconnection, cellular carriers have been unable to achieve co-carrier status and have not received the co-carrier compensation from LECs that the Commission's policies plainly require. Accordingly, extension of the cellular status quo to all CMS would be inadequate to ensure that LECs provide

MCI at 1-3, 8-9.

Notice at ¶¶ 70-71.

See, e.g., MCI at 1-3 and 8-9, Arch at 7, Century Cellunet at 7, Comcast at 10-12, Corporate Technology Partners at 2, Cox at 2-3, GCI at 4, GTE at 21, Time Warner at 7, U S West at 30.

cost based interconnection in a manner that permits radio based local competition to develop. 2

Several parties urged the Commission to require mutual compensation:

Consistent with this position is the notion that while PCS operators will compensate LECs for access to the PSTN in order to terminate connections, LECs should be required to compensate PCS operators for calls made by LEC customers terminating on PCS networks. This has been the traditional policy governing relationships between LECs, and the Commission has applied this policy of mutual compensation to mobile radio common carrier services as well.

Interconnection rights of CMS providers should not be limited to those LEC offerings offered to Part 22 carriers, but should include all types of interconnection reasonably necessary to provide commercial mobile services in the era of intelligent LEC networks:

[T]he same problems which have plagued cellular interconnection will plague PCS in the absence of stronger, more direct action by the Commission on PSTN interconnection. In fact, those problems will be even more exacerbated given the speed with which wireless technologies are developing and the direction towards more consumer choice; which in turn requires greater intelligence, integration and interaction among networks. It

#### B. "Private Carriage," CMS and Interconnection.

Only a handful of parties addressed the Commission's proposal that all PCS providers, whether they are classified as "commercial or private mobile service providers," should be given

<sup>5</sup> Cox at 2-3.

Time Warner at 8. See also Comcast at 10 n. 12, GCI at 4-5.

 $<sup>^{\</sup>prime\prime}$  Comcast at 8.

Notice at ¶ 73.

the same federally protected right to interconnect with LEC facilities. MCI urges the Commission to carefully examine the basis of its authority to order interconnection, rather than assume that it has broad authority to order "private mobile service providers" to interconnect with common carriers and vice versa.

The Commission's authority to order interconnection derives from Sections 201(a) and 332(c)(1)(B) of the Communications Act of 1934, as amended. Section 201(a) addresses interconnection between common carriers and 332(c)(1)(B) interconnection between carriers and commercial (i.e., not private) mobile service providers. Nothing in the Act expressly grants the Commission authority to order common carriers to interconnect with "private mobile service providers."

The regulatory parity provisions appear to leave little, if any, room for "private carriers" in commercial mobile services.

Indeed, it can be argued that Congress, by not expanding the scope of Section 201 (a) to extend "co-carrier" status to providers of "private mobile service," manifested its intent that providers of "private mobile services" have no greater intercon-

See, e.g., AMTA at 20-21, CelPage et al. at 4-7.

See, e.g., AllCity Paging at 2 n. 3:

Section 332(c)(1)(B) requires that only "common carriers" provide interconnection to commercial mobile service providers. Thus, if paging carriers are deemed to be private mobile service providers, they cannot be required to provide interconnection to other carriers.

See also BellSouth at 36.

nection rights than those of any end user. 11/

Time Warner<sup>12</sup> proposes that the Commission presume that all PCS offerings will be private mobile services unless a specific determination is made to the contrary. Inasmuch as Time Warner clearly contemplates that PCS will be both offered for profit and interconnected with the PSTN, only a patently erroneous interpretation of the statutory term "functionally equivalent" -- one that is wholly at odds with the objective of regulatory parity -- will yield the "private mobile service" classification it desires.

Even in the absence of any serious doubt as to the Commission's authority over "private mobile services" interconnection, MCI would hesitate to recommend that the Commission build a PCS regulatory structure on such an inadequate foundation as the "functional equivalence" exception. Accordingly, MCI urges the Commission to presume that all broadband PCS providers will, at least initially, operate as commercial mobile service providers, and require all applicants to demonstrate qualifications to hold a license in the common carrier service.

C. Other Issues Should Be Addressed In Separate Proceedings.

Each of the cases cited in the Commission's discussion of this issue in n. 94 of the Notice deals with end user interconnection, not the co-carrier rights of "private carriers." While "end users" do enjoy federally protected interconnection rights, they are not entitled to the same rights (nor burdened by the same obligations) as "carriers." See, e.g., C.F. Communications Corp. v. Century Tel. et al., File No. E-89-170 (DA 93-1215) (Comm. Car. Bur., Oct. 14, 1993) and cases cited therein.

<sup>12</sup> Time Warner at 4 et seq.

Several commenters urge the Commission to resolve, in this proceeding, non-PCS issues which have some relationship to the broad topic of "regulatory parity" but which are best handled in other proceedings or, in the alternative, deferred "until after the conclusion of the initial phase of this rule making."

These issues include: possible repeal of the local exchange carrier eligibility restriction on SMR licensing, "" removal of structural safeguards for cellular subsidiaries and affiliates of Bell Operating Companies, "" self-designation of private status by cellular licensees, and reclassification of cellular carriers as "non-dominant."

Numerous parties submitted comments in response to the Commission's request for comment on whether "any or all classes of PCS providers should be subject to equal access obligations like those imposed on the LECs." The widely diverging views of

<sup>13/</sup> Notice at ¶ 4 n. 6.

See, e.g., Bell Atlantic at 19-20, BellSouth at 32-34.

Ameritech at 4-9, Bell Atlantic at 35-39. NYNEX (at 22 n. 32) recommends that this issue be the subject of a separate rulemaking.

McCaw at 12-14. As the CPUC suggests, a cellular licensee's "self-designated" change in status from "common carrier" to "private carrier" (even for a portion of its spectrum or services) may constitute a discontinuance of service or otherwise be subject to "market exit" rules necessitating prior regulatory approval under applicable law. CPUC at 3.

<sup>17/</sup> GTE at 19-20.

the parties addressing this issue suggest that cellular equal access should be the subject of a separate rulemaking, as initially requested by MCI in its Petition for Rulemaking, RM-8012, filed June 2, 1992. 1992.

## III. Conclusion

WHEREFORE, MCI requests that the Commission take its comments into account in reaching its decisions in this important telecommunications policy proceeding.

Respectfully submitted,

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The Bell Operating Companies, six of whom filed joint comments in opposition to MCI's Petition for Rulemaking, have reexamined their positions in light of AT&T's plans to acquire control of McCaw. See, e.g., Bell Atlantic at 30-35.

See IVC Partnerships at 4, U S West at 35. The scope of the requested rulemaking should be expanded, in light of the recent legislation, to include consideration of whether equal access requirements should apply to other, non-cellular "commercial mobile services."

### CERTIFICATE OF SERVICE

I Vernell V. Garey, hereby certify that on this 23rd day of November, 1993, copies of the foregoing "REPLY COMMENTS" in GN Docket No. 93-252 were served by first-class mail, postage prepaid upon the parties on list below, except as otherwise indicated.

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